May - June 1968

Main

employment service review

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U.S. Department of Labor, Manpower Administration

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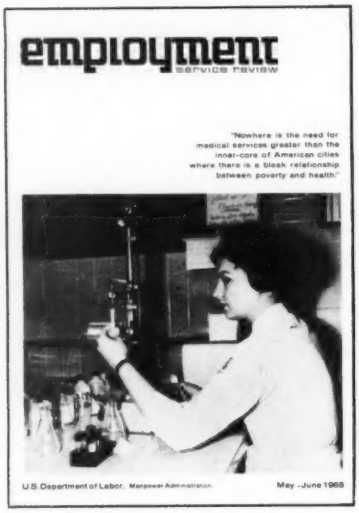
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THE COVER:

Need for trained medical personnel is acute now. Accelerated training, better pay, and recruitment are pressing problems to bring good health care in reach of all Americans.

U.S. DEPARTMENT OF LABOR
Willard Wirtz, Secretary

Manpower Administration
Stanley H. Ruttenberg, Administrator

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John M. Virden, Editor

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INDUSTRY LABOR GOVERNMENT

Assault on Hard-Core Jobless Problems

The National Alliance of Businessmen assumes the leadership in a national effort to place 100,000 hard-core unemployed in meaningful jobs within a year, and a total of 500,000 by 1971.

One of the thorniest problems in America today is that of the habitually and almost perpetually unemployed people living within the inner core of our 50 largest cities.

These are often called the people of the ghettos. For a long time employers and organized labor have written them off as unemployables. The U.S. Department of Labor has, over the years, tried various approaches to these hard-core jobless, with uncertain success.

The explosive temper of these half million unemployed men and women was dramatically illustrated by the enormously destructive riots that wracked some of these cities in midspring of this year.

President Johnson told the National Alliance of Businessmen gathered in Washington that these people could and should be put to work, "to be turned from tax-eaters into taxpayers."

Under a massive program that is designed to find, employ, and train these underprivileged men and women, the American business community, assisted by organized labor and the Federal Government, working through the Department of Labor, is now engaged in a 3-year effort to place a half million potential taxpayers in meaningful jobs.

The JOBS program now in swing calls for 100,000 heretofore "underprivileged" to be in permanent jobs by June 30, 1969. (In a separate program 200,000 disadvantaged youths will be in permanent or temporary jobs during the summer of 1968.) By the summer of 1971, the NAB aims to have a half million in permanent employment.

Henry Ford II is the chairman of the National Alliance of Businessmen, with the actual direction of the JOBS program in the hands

of Leo C. Beebe, a vice president of the Ford Motor Co., in charge of sales and marketing for Canada for his company. J. Paul Austin, president of the Coca-Cola Co., is vice chairman.

Until recently, business has had little direct involvement in the field of the hard-core unemployed. Until 6 years ago, the only active Government agency was the U.S. Employment Service, which acted as the screening and referral agency for the employers.

Under the JOBS program, business management itself is taking the lead in providing the job vacancies for this nationwide undertaking to get these people back into the mainstream of American life.

The Government, through the Labor Department, will provide up to $350 million by July 1969 to reimburse business firms for the extraordinary costs of hiring, training, and supportive services. Industry is expected to enter into contracts with the Department of Labor that will provide reimbursement for extraordinary services and supportive cost. And the Labor Department will bear the responsibility for the finding of the hard-core unemployed and recruiting them for the jobs the business community provides for them in the 50 target cities.

The 3-year cost of the JOBS program, to the Government alone—not counting the cost to the business firms and to organized labor— is estimated at well over a billion dollars.

The Administration and the U.S. Employment Service are deeply committed to the JOBS program. USES coordinators are working directly on the staffs of the metro chairmen as counterparts to the industry people. This opens up the kind of industry contacts that have not always been available before to the State employment services, and should afford them an opportunity and a status they perhaps have not always had.

* * *

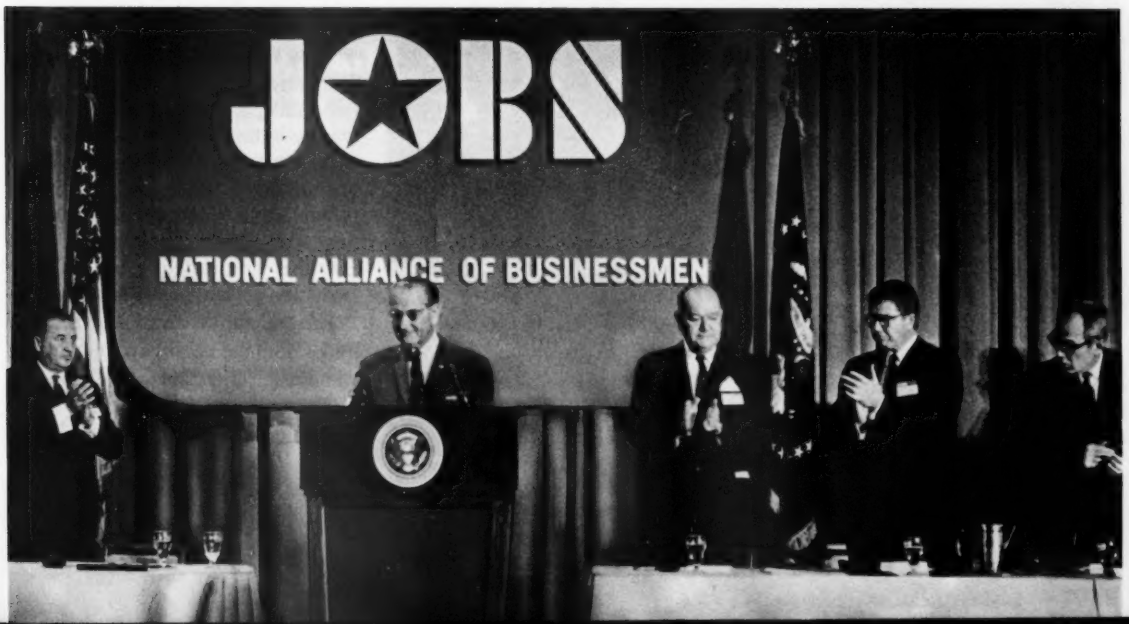
JOBS for 2,380 Now in the Making

In a release just before press time for this publication, Vice President Hubert H. Humphrey announced that three plants would be built in Brooklyn's Bedford-Stuyvesant area which will hire and train 1,435 disadvantaged workers. Another three plants will be built in Los Angeles' Avalon and eastern sections that will hire and train 945 persons there. Total capital investment by the companies would be $52.1 million for the project, and the Federal Government will put up an additional $6.9 million.

The Brooklyn area companies involved and their investment are: Advance Hudson Mounting & Finishing Co., Brooklyn, $1 million to build new facilities for manufacturing displays; Compu-Graphics Inc., New York, $11 million for a new printing and binding plant; and Day Pac Industries, Inc., New York, $9 million for a plastics products plant. In the Los Angeles area, the participating plants are: Torite Enterprises Inc., San Fernando, Calif., $7.5 million for a new plant to produce filters; Udico Corp., Los Angeles, $8 million for an appliance plant; and Sahagen Industries, Inc., Westminster, Calif., $6.5 million for an electronics products plant.

(Editor's Note: All text in the following article is extracted from the speeches and other public statements made by the leaders of Government, industry, labor, and social services when the JOBS program was put in motion earlier this spring.)

President Johnson is welcomed by NAB Chairman Henry Ford II (left) and head table guests, left to right: Secretary of Commerce C. R. Smith; NAB Vice Chairman J. Paul Austin, president, Coca-Cola Co.; and Secretary of Labor Willard Wirtz.



HENRY FORD II
Chairman
National Alliance of Businessmen

I want to tell you about the National Alliance of Businessmen—what our task is, how we are going about it, and why I think the whole business world should pitch in and make this program work.

Our task, as outlined by the President, is to help place the hard-core unemployed in productive jobs in private business. Our assigned target is 100,000 jobs by the summer of 1969. By the summer of 1971, we are expected to reach 500,000. We have also been asked to find meaningful jobs—some temporary and some permanent—for 200,000 disadvantaged young people this summer.

Recognizing that we are dealing with only one piece of a much bigger set of problems, we are concentrating on hard-core unemployment in the ghettos of the Nation's 50 biggest cities. The main part of our task is to persuade employers to give people who have been held back by prejudice and poverty their first chance to earn a decent life for themselves and their families.

We will be asking companies to promise to hire specific numbers of disadvantaged people, but that's only the beginning. This program will fail unless the people who are hired become permanent and productive members of the labor force. This is not a relief program or a make-work program or a gimmick to cool things for the summer. It's a program to bring half a million people into the mainstream of the American economy.

And that will take some doing. Nearly everyone has firm opinions about the hard-core and who they are and what it will take to get them employed. I don't think anyone has all the answers. We will have to learn as we go.

They are not people who readily fit into our on-going operations. If they were, they would not be hard-core. They are severely handicapped by their own deficiencies as workers and by the prejudices of employers. I'm referring not only to racial prejudice, as such, but also to the largely untested belief that the hard-core are unemployed because they are unemployable.

At many companies, including my own, we've begun to learn that they are, in fact, employable—provided certain changes take place.

First of all, we employers have to make some changes in our hiring standards, our personnel policies and, above all, our attitudes—and these changes will have to reach all the way from our executive offices

Henry Ford II, chairman of the National Association of Businessmen, keynotes the Conference on Job Opportunities in Washington to launch the nationwide effort to eradicate big city hard-core unemployment.

to the hiring gate, the factory floor, and line foreman.

Secondly, the people we are hiring will also need to be changed. Many of them will need basic education, elementary skill training, counseling, medical attention, special transportation arrangements, and other kinds of support in order to become productive workers. The National Alliance is asking business to see to it that they get whatever training and help they need.

The Federal Government plans to provide up to $350 million between now and July 1969 to reimburse business for the extraordinary costs of hiring, training, and providing supportive services. Employment and training contracts with the Labor Department are expected to be the primary mechanism for transferring funds. The U.S. Department of Labor will bear the main responsibility for finding the hard-core unemployed and recruiting them for jobs.

An important part of the Alliance's assignment is to advise the Government on its role in the program. Already, for example, we are working closely with the Labor Department to make the employment and training contracts as simple and flexible as possible.

If our basic task is to help bring people together with jobs, our basic method will be to bring together all the scattered resources already available. We will work with all the pieces of the puzzle—with employers, with government agencies at all levels, and with voluntary organizations of all kinds and all colors. We hope we can be the catalyst that combines the pieces in a new and effective working partnership. We are very much aware that the partnership cannot be effective unless it has the confidence, the support, and the active participation of the inner city community.

Now, let me tell you more specifically how we are organizing ourselves and what we plan to do. The National Alliance of Businessmen is an independent, nonprofit corporation with headquarters in Washington. In addition to myself as chairman and J. Paul Austin as vice chairman, the board includes the chief executives of 12 major companies. The executive vice chairman, Leo Beebe, is chief operating officer and also a board member. Leo reports to me and Paul Austin. Paul and I are responsible to the board. And the board reports to no one. Within the President's broad mandate, the Alliance is making its own decisions.

Most of the professional and management level people will be borrowed for extended periods from companies—or from Government agencies—that will continue to pay their salaries.

In addition, we will have eight regional offices, each headed by a member of our board. Each regional office will have a full-time executive director supplied from and paid by the regional chairman's company, and most will probably have one or two full-time assistants on loan from a company.

The national and regional offices will be concerned mainly with planning, counseling, and trouble-shooting. The real work will be done

President Johnson's Views

In all my public life, I have never had anything that made me so appreciative as to know that men like Mr. Ford and Mr. Austin and the other business leaders with the background, the stature, the standing, the accomplishments, and financial statements, if you please, would have enough concern for their fellow man to give their time, money, talent, and their heart to try to do something about it.

. . . The Government is going to undertake to find these hard-core unemployed men and women and make them available to you.

. . . Your mission is to train them, to hire them, and to try to get from them useful and productive employment.

. . . In short, we want to take people who are destined to be continued tax-eaters and through your processing, with some help from us, make out of those tax-eaters fellow taxpayers.

. . . Each time you place a jobless man on a payroll you reduce his drain on you and on the Treasury and on your company. This will help to strengthen the Nation.

. . . So yours is a challenging assignment. But American business has always been equal to the challenges.

. . . There may be more than 500,000 who need your help. If there are, I expect you to meet your goal, then do what the doughboy did in World War I and what your sons are doing now in Vietnam . . . and what our men did in others wars.

. . . The spirit that brings you here is the spirit that makes America tick and go.

. . . It is the strength that has guided this country in every crisis, in every trial we have ever had.

by the 50 metropolitan offices. Each office will have an executive supplied by the U.S. Department of Labor in charge of recruitment and Government programs and one supplied by business in charge of job procurement and placement. Other staff members will be borrowed from local companies.

Just how the city offices will operate will be largely up to them. The national office will set its job quotas and a timetable, and both the national and regional offices will keep an eye on results and offer advice and help as wanted. But we know that local initiative and innovation are essential, and we're not going to run things from Washington.

In the least practicable time we expect to be fully organized and hard at work securing job pledges from employers and getting people matched to jobs. Well before that, we should have job commitments in hand from most of the country's biggest companies.

The National Alliance is a new kind of venture in business-government cooperation. And from what I have seen so far, it represents a new awareness, on both sides, of the need for an effective working partnership.

The businessmen on the board are determined to make this program succeed. They assemble from all over the country when we say we need them, and they come prepared to work. The companies we have asked to help are lending the Alliance some of their least dispensable executives, and these men, in turn, are working literally around the clock to get us off to a fast start on the right track. I am grateful to all of them and to all their companies.

The Government agencies have also been magnificent. They, too, are lending us first-class people. Top officials and borrowed staff members from government have worked long hours right along with the rest of us. Even more important is the evident determination of Government officials to listen to our views and to meet us at least half way when we disagree.

The cooperation we have been getting shows that all concerned are well aware of the gravity of the problem we are facing.

After the riot in Detroit last summer, one black militant leader told a group of businessmen, "If you cats can't do it, it's never going to get done." As far as jobs for the hard-core unemployed are concerned, he was right. Government cannot meet the need without major help from business.

If that need is not met, then this country is in deep trouble. Providing jobs for the hard-core will not be enough to get us out of trouble. Employment is only part of the answer. But it is an indispensable part. We can never again hope to have a secure and peaceful Nation as long as hundreds of thousands of Americans are unable, for whatever reason, to live in dignity and self-respect on the rewards of their own labor.

The business community has now been asked to take the lead in helping these people to win a productive place in the American economy. I think we can do it. A quarter of a century ago, when our country faced a grave external threat, business found ways to make productive use of virtually everyone who could be persuaded to accept a job.

Today we face an equally dangerous internal threat. Our country is being called to account once more for the sins its founding fathers committed when they established the most degrading form of servitude in all history. Nearly 2 centuries ago, Thomas Jefferson said of American slavery, "I tremble for my country when I reflect that God is just, that His justice cannot sleep forever." A century ago, it took a civil war to abolish slavery. Black Americans have waited another century for the fulfillment of their freedom. Now, time is running out, and I believe we are moving faster than we know toward a renewal of civil strife that could be as disastrous as the Civil War.

The wrong of 3 centuries cannot be righted in 3 years. But there is still a chance for businessmen to prove to black America that white America really cares. And that might be just enough to give this country the time to solve its problems before they destroy us.

GEORGE MEANY
President
AFL-CIO

This is a most welcome development, and I assure you efforts to meet these problems will have the full cooperation of the labor movement.

Certainly the problems themselves demand the widest possible cooperation among all segments of American society—business and labor, government at every level, the school systems—everyone.

The first indispensable step has been taken. That step was recognition that there are real and pressing needs that must be met and overcome by new means.

It took a long time for that step to be taken—perhaps because of a

prevalent assumption that private enterprise, operating along familiar lines, can take care of everyone's economic needs, if only the right conditions are established.

On the surface, that optimism might have seemed plausible. Beginning in 1961, the Nation moved steadily toward higher economic levels. The "affluent society" became a household phrase. Gradually the realization spread that significant numbers of Americans were being left behind—farther and farther behind. And when this phenomenon was examined more closely, it was found that more job opportunities—while still essential—would not be enough. They would not be enough because so many of those who were being left behind, the hard-core of the jobless, were simply not equipped for gainful employment.

They were not equipped in terms of education. They were not equipped in terms of work experience—the simple disciplines involved in any form of employment—since they had never been regularly employed. And most important, they were not equipped in terms of motivation.

So it is not enough, it will not be enough, to go into the ghettos and say, "Here is a job." The deprived Americans who make up the hard-core of the unemployed need to be taught and need to be trained before they can fill a job. And even before that, they must be motivated by the desire to fill one.

What they need, first of all, is confidence; or perhaps a better word is faith. They need to believe that the newly offered opportunity is real; that they can in fact become a part of the American society which until now has been as remote from them as the moon.

We in the labor movement have run into this problem time after time. As you may know, many of our unions, especially in the apprenticed trades, have gone to great lengths to facilitate entry to their trades on the part of youngsters from

Carl B. Stokes
Mayor of Cleveland

A deep malaise affects America.

The unemployed, out-of-school, disaffected youth of the ghetto represents in a real sense the crucial test of our national conscience and national will to meet and solve our urban problems.

Young people, in alarmingly large proportions of inner city areas throughout the country, are out of school, out of work, and more seriously, out of hope.

They are not the "Pepsi Generation" of the slick ads. On the contrary, they are the "out-of-everything generation." These young people in the inner city ghettos have not "tuned out," but, instead, have been "tuned off" by most in our society.

Our national aim as leaders in government, business, and civic life must be to move these young people into the employment market so that they can take their place as productive, useful, and prideful citizens.

During the first 9 months of 1967, the unemployment rate among nonwhite teenagers was 26.9 percent, and the rate among white teenagers was 10.6 percent. About one-third of all unemployed Negroes in 1967 were between the ages of 16 and 19. Some 220,000 nonwhite teenagers across the Nation were unemployed last year, and when we add subemployment rates to this figure, as reported in a recent Department of Labor survey conducted in 1966, and the figure reaches 318,000. . . . Little attention is given to the tremendous waste of human resources, talent, and ability which these statistics reflect. No democratic society can afford to write off such a potentially creative source of manpower.

I believe there are three basic requirements that need to be met if we are to deal successfully with the problem of moving our youth back into the road of employability. These are:

1. Both the public and private sector must provide training and job experience which present a genuine opportunity for learning and experiencing initial success.

2. Employers need to demonstrate a willingness to lend intensive support and guidance on the job to these youngsters.

3. Job opportunity programs need to be established which see the initial job as a first step to a wide ladder of future job opportunities.

minority groups. They have established and cooperated with the Labor Department's "outreach" programs which provide special training and preparation to enable persons from underprivileged backgrounds to qualify for employment.

Yet they have often had to search for takers. The reason may lie in lack of confidence, lack of faith, and therefore lack of motivation. Those who have known nothing but deprivation, denial, and discrimination, who have been rejected so often by society in the past are skeptical of new offers of opportunity. I am sure that many of you have found—and will find—the same attitude as you set up your own programs.

There are two conclusions, I think, which can be drawn from this.

The first is that it would serve no useful purpose for any person or group concerned with solutions to point the finger of blame.

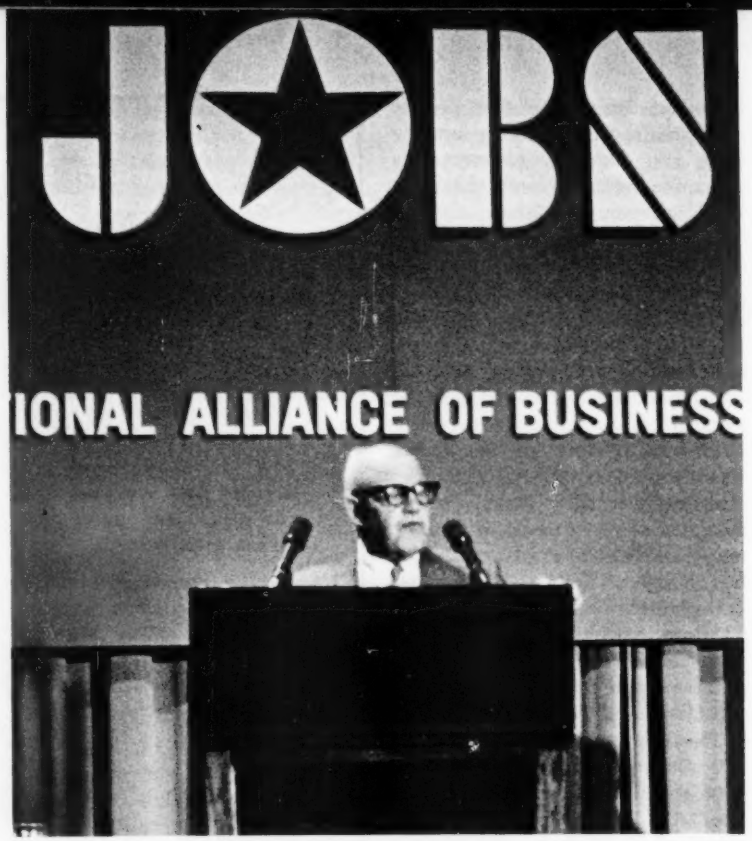
What is needed now is not recriminations but remedies.

The second and equally obvious conclusion is that new approaches must be devised in order to find these remedies. The presence of business is evidence that the business community accepts that proposition. The old ways, under the "right conditions" no matter how they are defined—can never be adequate.

It is much easier to talk about new approaches than to create them. That is why cooperation is so vital, and why it must be cooperation in deed, not just in words.

We in the AFL–CIO have begun by contributing the services of an able and experienced veteran of the labor movement, John W. "Jack" Livingston, to be director of union relations. I do not know of anyone in the trade union ranks who is better equipped for the job. He will be the liaison man between the Alliance and the AFL–CIO—not to protect any narrow trade union interest, but to promote our common interest in the task before us.

One of his first undertakings will be to recruit 50 labor men in the 50 key communities in which the National Alliance of Businessmen will be operating. These men will serve on the local level in the same capacity as Jack will serve on the national level.



George Meany, president of the AFL–CIO, pledges the support of organized labor to the 750 business leaders in the gigantic effort to root out hard-core unemployment in the cities of the United States. "The problems demand cooperation of all segments of American society—business and labor, government at every level, the school systems—everyone," Meany told the assembled business executives.

Let me strongly urge and warmly advise that real use be made of Jack Livingston and his corps of advisers. There will be problems involved; all of us are agreed on that. But we are convinced that they are problems that can be solved. More important, we are sure they will be solved.

Let me conclude with a few words about that overall task.

Even with the fullest cooperation, even with the optimum amount of government assistance, it will not be easy.

I am sure we can all be sure that we will suffer many disappointments. We will be sorely tried. There will be times when we will be tempted to throw up our hands, feeling that a pioneer, like the prophet, is not without honor save in his own country.

But these trials, these disappointments, must be endured. They must be endured because this undertaking in which we are all engaged simply cannot fail.

There is no place for a substratum, an underground of poverty, in this free society. While it exists, American society itself is not wholly free.

This is not only a social or humanitarian undertaking; it has enormous potential in other ways.

The economic impact of truly full employment—jobs at good wages for all—certainly needs no explanation. It would create a measure of prosperity that would make today's affluence seem meager. Together with other programs planned or already in being, it would make America in fact a land of unrestricted opportunity for all. It would tap human resources now submerged. And it would reinforce the American way of life, a way of life built upon the genius of free men, as the hope and inspiration of the world.

Toward these ends, let us go forward together.

WHITNEY M. YOUNG
Executive Director
National Urban League

. . . let's not wait to implement the Commission's proposals. There isn't any time to fool around with still more studies and reports. This Commission's report should be the last one. We don't need any more. We need action.

The recommendations ought to be fit into a 5-year plan (or a little more if it's absolutely necessary). There ought to be a definite timetable for progress. We should be able to measure change at the end of each year. Tangible goals should be set up in housing, in employment, in education.

Without such a timetable, frustrations can only mount. People are tired of promises. They've been lied to too often. They have heard it all before. They want to *see* change. They want that job *now*. They want a rat-free home *now*. They want to see their kids get educated *now*.

Vice President Hubert H. Humphrey discusses the Government's role in providing the manpower and much of the money to move thousands of the chronically unemployed into useful jobs with Labor Relations Manager John Livingstone of the AFL–CIO.

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Food Service

A gleaming ultramodern kitchen provides a perfect background for chef-instructor Pierre C. Coste as he explains proper preparation of French meat sauce.

GROWTH INDUSTRIES—II

The second in a series of major growth industries and their impact on the employment future.

The food service industry, which in 1968 is the third largest industry in the United States in dollar volume, must find 2.5 million new employees in the next 10 years. This means that each year from 1968 through 1978, 250,000 new people must be found to insure that this vital service industry meets the eating-out needs of the American public. The responsible leadership of this industry is now making a nationwide effort to recruit young people and to encourage others to begin food service education.

Scope and Size

The food service industry is much more than just the different kinds of restaurants in the towns and cities of the country. It also includes all the hospitals, colleges, drug stores, taverns, cocktail lounges, employee cafeterias, catering establishments, military feeding operations, vending operations, schools, and institutions—where people eat when they are not at home. It's a big business, for today's average American eats one of every four meals away from home. By 1975, he is expected to eat one of every three meals away from home.

The food service industry employs more than 3.3 million people. Since more and more people are eating meals away from home, this figure can be expected to grow steadily in the foreseeable future. Last year these people, working in away-from-home eating establishments, prepared and served more than 42 billion meals. The restaurant, or public eating place, part of the industry alone conducted 55.9 million daily customer transactions in 1966.

Americans like eating out, and the pace of development of American life indicates that they will continue to eat more meals away from home in the future. Higher economic levels, more cars, more planes, more mobility, more women working—all these will lead to growth of the industry to meet the needs of the next decade. Food service industry dollar volume today is growing at twice the annual rate of supermarket sales growth. About 20 percent of the American food dollar is being spent away from home, and this should reach 25 percent in a relatively short span of years.

A Look Ahead

The current growth of the industry dates back to the end of World War II. The period since then has been an era of continued expansion and development. National sales of food and alcoholic beverages for away-from-home meals reached a new high in 1967, with volume 6 percent above that of 1966. Consumers spent an estimated $109.9 billion for food and beverages—$96.4 billion of it for food. Thirty-four billion pounds of food were required during the year to satisfy the American public's eating-out appetite.

Across the United States, there are approximately 580,000 individual establishments which serve approximately 38 billion away-from-home meals each year. Of these establishments the public eating places in the United States constitute one-fifth of all retail businesses in the entire country. All signs indicate continuing increases in growth each year in the immediate future for this entrepreneurial industry assuming:

- that the American consumer continues to spend about $1¼ billion more each year than he did the previous year on food and beverages away from home (short of a national catastrope or what the economists call "exogenous variables," the major current factors of dynamic economic and social change in our society give creditability to this assumption);
- that business investments and capital will continue to be available in the amount of approximately $3,000 for each new job created (this is the current estimated cost of new jobs in the food service industry, and it could increase);
- that the fine balance between wages paid and the productivity of workers is not altered disproportionately so as to involve cost increases beyond those obtainable from the consumer.

The People Side

In 1967, something over 2 million of the 3.3 million people employed in the food service industry were

THE SEARCH FOR JOB OPENINGS

The Employment Service's continuing search for job opportunities for the disadvantaged is turning, among other places, to the food service industry.

During May 1968, under the ES–211 Reporting Program, a survey was made of present and future openings and employment trends in the food service industry. About a thousand eating and drinking establishments, each hiring more than 100 employees, were queried as to present and future conditions and personnel requirements. This industry was chosen because it is one of the largest employers in the country, it has a high rate of labor turnover, and its anticipated growth during the next decade is expected to heighten the current labor shortages.

An analysis of the data from the survey should result in a sound appraisal of the manpower situation in this industry. It would be of great benefit to interested associations and governmental agencies in planning job development efforts for the hard-core unemployed, developing training programs, and identifying occupational shortages for which manpower development and utilization programs should be planned.

With the projected growth in the food service industry, as described in the accompanying article, many job opportunities should develop in all categories. Many of these openings could be suitable for disadvantaged workers, provided adequate training is made available.

Data from the nationwide survey will include such categories as total number of employees and total vacancies; an estimate of the number of employees expected to be needed one year hence; vacancies by job title, both current and those hard-to-fill jobs vacant more than 30 days; an account of efforts to hire older, handicapped, and minority group workers; occupations for which the greatest numbers were hired during the past year; occupations with the greatest turnover during the past year; average hours worked per week and salary range; number of shifts, including number of full-time versus part-time workers on each shift; number of jobs requiring high school diploma, as well as number not requiring a diploma.

Other information to be gathered would indicate measures taken during the past 12 months to offset the effect of labor shortages, such as easing of hiring specifications, restructuring jobs, raising wages, improving working conditions, using part-time staff, adding shifts, overtime, mechanization, contracting out services, and use of pre-prepared or convenience entrees (purchased in prepared form).

MDTA programs have been initiated in various areas throughout the country for training restaurant workers. One such program in Atlantic City, N.J., was described in an article by Elihu Joseph in the August 1966 **"Employment Service Review."**

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employed in public eating places. The remainder worked in the "institutional" segment (hospitals, hotels, etc.) as well as in other types of business where food is sold but is not the major product sold (department stores, drug stores, etc.). The average public eating place employed nine workers, but this average included a range extending from smaller establishments staffed only by members of a family to the more than 1,000 large establishments having more than 100 employees. More than half the workers, however, work in establishments with fewer than 20 employees.

Increases in the number of employees in the food service industry have paralleled increases in sales in recent years. The public eating places segment increased by approximately 90,000 employees in 1965 and by 74,000 more in 1966. In 1960, the entire industry employed only 2½ million people; the number is expected to exceed 4 million by 1975.

The best estimates available indicate trained manpower needs of not less than 250,000 new workers each year for the next 10 years. Of these, 75,000 will be required annually for newly created jobs; the remaining 175,000 new workers will be required annually for replacements for workers in already established jobs. Obtaining and training these workers is one of the major tasks facing this industry today and in the future.

CHANGING TIMES, The Kiplinger Magazine (April 1968), comments that "the field is wide open for young people who have a talent for getting along with people, who have the right educational background, and who are not afraid of long hours and hard work. The rewards, both personal and monetary, more than make up for the demands, say those already in the field."

Productivity and Quality

Partly because of its character as a service industry and partly because of the diversity among types of establishments, productivity of workers in the food service industry is and continues to be very low, particularly compared with industries outside the service field. As wages increase, the industry must take steps to increase the efficiency and productivity of its work force in all categories.

Approximately 25,000 new workers are required each year for jobs involving management and supervision. Approximately 40,000 new workers are required annually for jobs which are technical and skilled and which necessitate substantial training before employment (cooks, chefs, bakers, etc.). The large number of other new workers will be required for jobs which are essentially nontechnical, but where training before employment is becoming increasingly mandatory (waiters, waitresses, salad man, etc.). For all positions, ranging from the manager or owner down to the entry-level employee, on-the-job training is essential to matching people with jobs.

The industry, which in the past has considered the solution to its outstanding "people problem" to be one of simply directing people to seek employment, is now increasingly emphasizing recruitment through schools and training programs directly related to "career ladders" for individual development. The National Restaurant Association, the national network of 46 State restaurant associations and the more than 100 local restaurant associations, are consistently supporting newly developing programs in support of occupational education for the food service industry. New programs in 4-year colleges, junior and community colleges, and secondary schools are being initiated and conducted with industry support. Food service education is moving into the mainstream of America's expanding occupational education.

The Industry Updates

The food service industry is not the same as it was 50 years ago, or 20 years ago, or even a year or 6 months ago. As it moves to greater realization that it is a people business, it is also adapting to changes in American eating habits, interests, and attitudes. Some of the trends which are currently strongest in the industry include:

- A trend to bigness, not only for the overall industry, but for the individual restaurants, cafeterias, and drive-ins which are enjoying bigger sales on the basis of better service;

Manager Don George (left) and production director Mike Totah inspect one of the 1,600 potatoes that are baked nightly in the fast-cooking gas convection ovens at Look's Sirloin in Houston, Tex.

- A trend to corporate organization, corporate financing and related acquisitions, diversification, and franchising. Chain restaurants are now capturing a large part of the total market, and they represent an increasingly larger percentage of all food service operations. Over 500 new units are being etsablished each year, and this will probably increase;
- A trend to higher costs per employee and an increased need for higher productivity;
- A trend to increasing numbers of formal in-service training programs for management and supervisory personnel, for skilled and technical personnel, and for nontechnical personnel for the purpose of increasing productivity;
- A trend to the reduction of the number of employees needed to prepare and serve food. Central purchasing of food supplies, elimination of job duplication, and simplification of procedures are part of this;
- A trend to maximum automation wherever appropriate. "Hand" jobs are being eliminated or reduced wherever possible. In addition, the increased use of prepared and convenience foods is a form of automation, recognizing that if a job cannot be automated out of existence, an effective alternate approach is for a food manufacturer to do part of the job. At the same time, waste of manpower and materials is reduced;
- A trend to the development of limited and special-

ized menus, with resultant reductions in the number of skilled jobs, particularly in food preparation;

- A trend to a marketing research approach in the design of food service establishments. The progressive restaurateur knows his market before he opens a restaurant, and he designs its atmosphere, menu, hours of operation, and pricing to meet market requirements;
- Most pervasive of all, a trend to increased demands upon management and supervisory personnel. The responsibility for productivity, the key to profitability as well as public service, falls on the manager.

It is the manager who must be most qualified in all phases of the business, but particularly in dealing with people—customers and employees at all levels.

(Editor's Note: The remainder of this article is extracted from an article in CHANGING TIMES *The Kiplinger Magazine, April 1968 titled "Jobs Aplenty in Hotels, Motels, and Restaurants." Copyright by The Kiplinger Washington Editors, Inc.)*

Education Is Essential

There was a time when a hotel manager might have been a former bellman who worked his way up, and when a restaurant was run by a former grillman. But as technology takes over and competition grows stronger, educational standards are being upgraded all through the industry.

The manager of today and tomorrow is likely to be a college graduate, often with a master's degree to his credit. He may work somewhere in the corporate structure of a large hotel, motel, or restaurant chain; he may be the operator of his own establishment. In any case, he must be a combination salesman, accountant, engineer, gourmet, labor expert, and diplomat. To accomplish this requires not only on-the-job training, as in the past, but some degree of formal education as well.

The choice jobs go to those who take their degrees at one of the colleges or universities offering a 4-year course in hotel and restaurant management, or who supplement undergraduate training in another field, such as business, with graduate work in a hotel-restaurant school.

Middle-management jobs require somewhat less formal education. A high school education is regarded as minimum; chances of moving into and up the middle-management scale are much better if a diploma is supplemented by one or more years of post high school training.

More and more employers want high school graduates for skilled and technical jobs, too, and some foresee the day when a high school diploma will be a standard requirement even in this category.

Where the Jobs Are

A career in this field can take you in many directions. You may be aiming for a hotel or restaurant, but you'll be equally in demand by schools, hospitals, apartment houses, clubs, food-service systems, airlines, steamship lines—any business or institution whose operation involves mass feeding, mass housing, or both.

Salaries compare favorably with other industries and, of course, reflect the amount of training you've received. The Council on Hotel, Restaurant and Institutional Education, a nonprofit organization of 144 schools and colleges giving instruction in hotel, restaurant, and institution work, made a survey in the spring of 1967 to determine average starting salaries of its members' graduates. The results were as follows:

2-year high school programs	$2,700
3-year high school programs	4,000
1-year post high school	4,500
2-year post high school (certificate)	4,620
2-year post high school (associate's degree)	5,530
4-year baccalaureate	6,250
Master's degree	7,200

Dr. H. B. Meek, the council's executive director and former dean of Cornell University's School of Hotel Administration, estimates that starting salaries have risen 3 percent since the survey was taken and can be expected to continue to rise. The average starting salary of June 1967 graduates of the Cornell school, the oldest and perhaps best known in the counrty, was $7,200. Graduates of other well-known schools, such as Michigan State's School of Hotel, Restaurant, and Institutional Management or Florida State's Hotel and Restaurant Management program, can expect to do as well.

Opportunities for advancement are limited only by education or training. If you start as a restaurant hostess, for example, you might work your way up to assistant manager. Success as a maitre d'hotel may lead you to the position of director of food and beverage. Working your way from assistant manager to resident manager could lead you eventually to managing director.

With each advance, of course, come salary increases. While people in hotel and restaurant work are quick to tell you you'll never get rich, you can count on living comfortably, sometimes even luxuriously. Four years ago, alumni of the Cornell School reported a median salary of $12,000, with many reporting incomes above $50,000, and some earning more than $150,000. The

At New York City Community College, students show their serving skills as a prelude to preparing and serving a meal before a panel of 100 top restaurateurs at the National Restaurant Show.

National Restaurant Association says college graduates can command starting salaries of $8,000 or $9,000 a year, that managers of large restaurants, and some assistant managers, earn five-figure salaries.

And if you're good at the job, it doesn't take long to get ahead. Many food-service systems, as well as large hotels and motels, are run by men still in their thirties. Dr. Meek tells of one Cornell graduate, still under 40, who was employed last year at an initial salary of $75,000 annually, plus substantial bonuses and stock options. That kind of job may be the exception rather than the rule, but there's nothing to prevent your aiming for the top.

How To Begin

Start by getting all the education you can. The Council on Hotel, Restaurant, and Institutional Education lists 421 universities and colleges, junior colleges, high schools, and vocational schools that give the sort of training you will need (see box). The American Association of Junior Colleges says that by 1975 about 200 junior or community colleges will be offering instruction in mass feeding and mass housing; 78 of them now offer such programs. The National Restaurant Association sponsors management training programs all over the country, and the American Hotel and Motel Association offers courses for both group and home study.

Aim high. The industry, though acknowledging its need in terms of numbers, puts an ever-increasing emphasis on quality. If at all possible, try to add at least 2 years' college training to your high school background. At the very least, get some vocational school training.

One hotel official advises you to get the education first and worry about the money later, and Dr. Meek adds that there are scholarships available in all the leading colleges and universities on the council's list. He says, "Anyone with the aptitude for a career in the hospitality field and with the capacity to do college work can get a college education."

(*Continued on page 21*)

Rochester Shows The Way in Training "Unemployables"

MONROE V. DILL

The unrest in our cities—the crisis in jobs, housing, and education—has focused public and private attention on some hard facts of urban life.

There is no doubt that the problems of our cities and, for the most part, those of our minority group citizens who live there, are the most pressing domestic issue in our Nation today.

Those of us in industry who are concerned with industrial manpower requirements have been aware of this problem. We have invested time and people in studies and programs that would do something about the situation, particularly with respect to jobs.

But awareness of a problem and solutions for it are two different things.

It would be nice if there were a pat formula for solving these urban problems. Obviously there are no easy solutions. Despite intensive efforts by government agencies, civic and social service groups, churches, business, civil rights organizations and others, no complete answers have been found.

Yet there are indications that progress is being made. The increasing efforts to solve these problems in my company's home city of Rochester, N.Y., are an example of one community's reaction to the urban crisis.

It is important to note that there were problems in Rochester despite the fact that for years our city has had about the lowest unemployment rate of the 39 major industrial areas in the country. For some time it has been about 2 percent or less.

Monroe V. Dill is Director of Industrial Relations at Eastman Kodak Co., Rochester, N.Y.

Instructor Rick Black (standing at right) assists three high school students make pot boxes for electroluminescent lights used in darkrooms. These young men are trade trainees in Kodak's special program for Rochester high school students who have been underachievers.

This record was achieved during a period of rapid growth in the Negro population—from less than 8,000 in the city of Rochester in 1950 to more than 40,000 today. As a result of this sizeable in-migration, the proportion of Negroes to total population increased from 2 percent to more than 13 percent. (In the Rochester labor area encompassing Monroe, Livingston, Orleans, and Wayne Counties the percentage of Negroes is about 6.)

The great majority of these new residents came to Rochester from the rural South. Many of them were not prepared by background, education, and experience for jobs in Rochester's technical industries.

Nonwhite Employment

Still the city was able to assimilate the in-migration of Negroes to the extent that, from 1960 to 1967, employment for nonwhites increased by 43 percent. Employment for whites increased by 11 percent. (Nationally during the same period, employment for nonwhites increased by 10 percent and for whites by 8 percent.)

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This performance is only an indicator of the community's ability to meet the challenge.

Business and industry in Rochester realize that business as we know it today cannot exist without our core cities. They realize that these core cities must be improved and that many of the men and women there must be offered special training if the dream of equal employment opportunity is to become a reality.

The result has been broad-based communitywide action. Participating have been business, church groups, and representative groups and individuals from the inner city such as neighborhood houses and the Urban League. Of course, the New York State Employment Service has long played a most effective role in job development and placement.

Communitywide action has resulted in programs for housing and jobs for aiding inner city residents in the formation of their own independent businesses.

Rochester Jobs Inc.

Attacking the problem of hard-core unemployment, Rochester Jobs Incorporated has been a unique and successful program. It was formed as a nonprofit corporation that would coordinate the efforts of all employers and agencies in the city who were seeking to create and find jobs for the unemployed and underemployed.

More than 100 businesses and industries in Rochester are now members. RJI set an initial goal of 1,500 hirings in the first 18 months after its formation last June. It has placed more than 100 people a month who were previously categorized as hard-core unemployables.

RJI's procedure of operation is first to find the jobs, then to make them known to all groups and agencies interested in the inner city so as to locate people to fill the openings. Recruiting sessions are held in the inner city in which a number of member companies participate.

RJI also is planning multiphased education courses that will teach the inner city residents how to go about finding jobs and help to give them the necessary skills.

Courses are also held to help foremen and other business people better understand the problems of employees they will be hiring from the program. One of the great values of the RJI program has been the demonstration that employers do care about inner city residents and are working to find them jobs. Plans are now being formulated to integrate the new National Alliance of Businessmen with RJI.

New Businesses Corporation

In the area of independent businesses, the Rochester Business Opportunities Corporation has been formed to encourage and assist inner city residents in the establishment of independent businesses.

The formation of RBOC was stimulated by a Kodak plan announced last November and carried out by a cross section of Rochester business people. At the outset, RBOC trustees announced this four-point operating policy:

1. *Helping obtain financing.*—By referral and recommendation or guarantee, RBOC will help the inner city small businessman to borrow capital from local banks and government agencies. In certain cases, it also can help directly from its own treasury subscribed by the community.

2. *Coordinating business advice.*—Technical, managerial, and all other kinds of business talent are available from Rochester's business community. RBOC's roster of those willing to help can match advisers with those seeking advice.

3. *Finding customers and markets.*—Wherever possible, established businesses are asked to be customers for the products or services of the inner city businesses helped by RBOC.

4. *Locating people and business opportunities.*—This would be done by seeking opportunity for business and by finding people who could profit from that opportunity.

In striving to assist existing inner city businesses as well as those just beginning, RBOC will counsel, not control.

Four specific businesses were listed in the Kodak plan as ones that might serve to get the program off the ground. There has been inner city interest already and proposals are being prepared for the formation of some of these businesses.

The businesses outlined were a wood products manufacturing business, the manufacture of vacuum-formed plastic items, an equipment service business, and a microfilming service business. In each case, Kodak outlined the mechanics of setting up the business, equipment needed, sales potential, possible customer, and initial manpower requirements.

Other large industries are now considering the kinds of businesses they could help to promote.

New Housing Programs

In the area of housing, there is mounting activity. Again on a broad, cooperative basis, the banking and business leaders have created the Metropolitan Rochester Foundation. MRF is developing low- and middle-income housing units.

There are several other housing programs under way. For example, Better Rochester Living concentrates on the rehabilitation through the "sweat-equity" approach and ownership of homes by lower income families. As a result of the efforts of this one organization alone, more than 100 families are now in comfortable homes.

The Metropolitan Housing Committee is studying the entire housing situation in Rochester to assess housing needs throughout the metropolitan area and to make recommendations for solving the shortage.

So our city is working on many projects. Rochester also participates in statewide and several nationwide Federal programs aimed at curing ills.

Kodak has programs of its own that are specially designed for its needs. We are the largest employer in Rochester, with some 43,000 people, about 13 percent of the area's work force.

For years, Kodak has followed the policy of "fairness to the individual regardless of race, color, creed, national origin, sex, or age."

In 1962, this company became one of the first 50 U.S. firms to volunteer as part of President Kennedy's equal employment opportunity program. The company thus began even more intensive efforts to attract increasing numbers of minority group people.

About 10 percent of the people the company hired in 1967 were members of minority groups, a reflection of the company's broad recruiting activities (from colleges to the inner city) and our equal employment opportunity program.

At Kodak, training and education programs had played important roles in the company's operations since its early days. But something more was needed as the characteristics of our potential work force began to change.

Special Training Courses

So in 1964 special training programs were begun for persons with skill levels that were below par. These special training programs are designed to provide opportunities to learn and improve skills while working.

For example, the experimental training program was begun in 1964 to assist men and women who normally could not qualify for its regular skilled trades apprenticeship training program, but who indicated a desire and ability to learn. These people were put on the payroll and given both on-the-job and classroom training to help them develop the skills Kodak jobs require. Some of them went "back to school" to lift their reading, writing, and arithmetic abilities in order to improve their basic communications skills. This program was continued in 1965.

Early in 1966, a laboratory training program to help undereducated people was added, and the trades trainee course was expanded. Also in 1966, the Board for Fundamental Education (BFE), a nonprofit organization chartered by Congress in 1954, was retained by Kodak to carry on and expand the basic communications skills phases of the overall training program. In 1967, these programs were further expanded and other courses for production trainees were added.

The Board for Fundamental Education course augments special on-the-job training programs by offering basic education courses in reading, writing, and arithmetic.

BFE training is in two parts. Level I brings the individual's education level, sometimes zero-zero at the start, to that of fifth grade. Level II starts where level I leaves off, carrying up to eighth grade equivalent or higher in the subjects taught. Each level is keyed to a total of 120 hours of classroom work—2 hours a day each working day for 12 weeks.

Students in the BFE courses primarily are new men and women who because of a lack of industrial skills are placed in one of the special training programs. (BFE training also is available to other Kodak people who want to take advantage of the opportunity to improve their basic communication skills.)

Attitude and Motivation

The special trainees are employed on the basis of the interviewer's evaluation of their attitude and motivation, as well as ability to learn. (Kodak for many years has not used employment tests—except in certain categories where special skills are required, such as shorthand and typing.)

These new people who cannot meet normal entry-level job requirements are assigned to one of three special trainee programs:

Trade trainee—A 1-year course of preparation for entry into the skilled trades through a 4-year apprentice program or on-the-job training as a helper in one of the skilled trades.

Production trainee—On-the-job training which leads to qualification for production work.

Laboratory trainee—A 1-year course of training for qualification as assistant in one of the research laboratories.

In preparation for the first two programs, trainees are put through hands-on training for a period of 4 weeks or more in a special shop facility to familiarize them with hand tools and simple machine tools, and the

A joint announcement of the first industrial enterprise to be started under the Rochester Business Opportunities Corporation (RBOC) came out of this meeting of officials of RBOC, the Urban League, and Kodak. The new firm will be known as Camura, Inc. Left to right, seated: John L. Blake, RBOC general manager; Laplois Ashford, Urban League executive director; and James A. Hill, Jr., general manager of Kodak's Equipment Services Division, who holds an Instamatic 104, one of the items Camura will service. Standing: Frank Wakely of Kodak; William Meckling, dean of the University of Rochester's College of Business Administration, who helped develop the plan; William Hall of the Urban League; and Donald Lawrence, a Camura, Inc. board member. The new business, set up to repair cameras and small appliances, will be operated initially under RBOC and the Urban League.

normal job-holding requisites of attendance, punctuality, and teamwork. After this initial stage of orientation to industrial employment, the trainees are provided on-the-job training under skilled personnel, and are offered BFE training as required—2 hours per day.

These special courses form a relatively small part of the more than 50 different training programs at Kodak, some of which have been in existence for more than a quarter of a century. One such long-standing training course is the skilled trades apprentice program which provides up to 4 years of combined classroom and on-the-job training, leading to a skilled craftsman's career.

Trainees Speak Out

Recently, we had a chance to learn from the participants how they felt the training programs were functioning.

One southerner who came to Rochester a few years ago says, "I really didn't know what I wanted. I was just messing around, wasting time. But, now that I've got this job, I don't want to leave for the world."

Another says he ended up at Kodak because he heard the guys in the training program were getting paid while going to school. "I figured," he says, "anyone that did that, why, man, they're trying to help."

A discharged soldier says, "If I'd gone to work anywhere else I never would have had a chance to catch up on my education or learn a skill. I'da been just another discharged black kid hanging on by his thumbs."

The comments of these young people, along with continuing refinement and implementation of our programs, have enabled us to develop a sense of how to attack today's toughest employment problem.

In addition to its regular and recently initiated training efforts, for about 50 years Kodak has had a tuition-refund plan to assist all interested Kodak people in continuing their educations at nearby institutions.

One of the most interesting projects now under way is a high school training program that Kodak operates for under-achievers. High school seniors in their last semester of school, the majority of them Negroes, work at Kodak for half a day after spending half a day in school.

Those at Kodak Park, for example, participate in hands-on training and are paid wages for the hours they work. Upon graduation from high school, the students who have done well are considered for either the trade trainee or laboratory trainee programs, or for production work.

Almost all of the students in the program during its 3 years of operation have done well, and about 85 percent have been hired into training programs.

The company also is active in a number of other programs with various local agencies. For example, the

company participates in a special program developed by the Rochester Urban League aimed at providing clerical skills.

As the top executives of our company have said, Kodak has a willingness to fulfill its social responsibilities as a business corporation in the modern world. The things we are doing on our own and the things we are working on with others in our community are examples of some of the ways we are going about it.

But that is not the end of the story. The development of communitywide programs and of special training programs, not only at Kodak, but in any business, is a complex task.

Hands-on Training

An example is the hands-on training program. A number of people are concerned with this training, how it should be conducted, and how it can be improved.

At present 91 procedures are covered, such as indoctrination, safety, material standards, tools, hand skills, and power equipment experience. In the hand skills alone, 55 different things are taught. Some are simple, but all are necessary because most trainees have had no experience at all with tools. Some examples of subject matter are: How to use any one of five different types of hammers, how to use a soldering iron and torch, how to read simple prints.

Some of the graduates still have problems when they get on the job. There is a higher percentage of trainees who don't make it than for other new employees throughout the company—about one-third as compared with one-sixth.

Some of the trainees lose incentive if they feel they are being coddled too much or not being given useful work to do. Many are new to the city and have a difficult time getting to work. Others are attracted to construction jobs that are higher paying, right now, but are for the most part seasonal work in Rochester.

There is a realization that such problems are going to continue. One Kodak division keeps a detailed watch on its trainees. A personnel employee checks up on their progress, helps them with their problems, and finds out why they may not be getting to work or performing well on the job.

So, today in 1968, there are programs operating at Kodak, in other Rochester businesses, and collectively throughout the community. Steps are being taken, efforts are being made, and solutions can be seen to some of the problems we face. Some lessons have been learned the hard way. What is important right now is that we have remembered and have gained from these lessons. I think we *are* moving ahead.

Food Service

(*Continued from page 15*)

One word of caution, though. Avoid fly-by-night correspondence schools. It's extremely unlikely that a 6-week correspondence course will land you a $10,000 job. Stick with the schools that are explicit about the instruction they offer and make no extravagant claims about what their courses lead to.

Before you make any plans, take a good look at your aptitude for the business. People who are in it stress that the hours are long and the work exacting. To get ahead, you must stay abreast of new technological developments as well as trends in public taste. To stay ahead, you must be aware of the competition and be ready to go it one better in the services you offer. But you'll be in the business of meeting and pleasing the public, which can be both exciting and stimulating.

For More Information

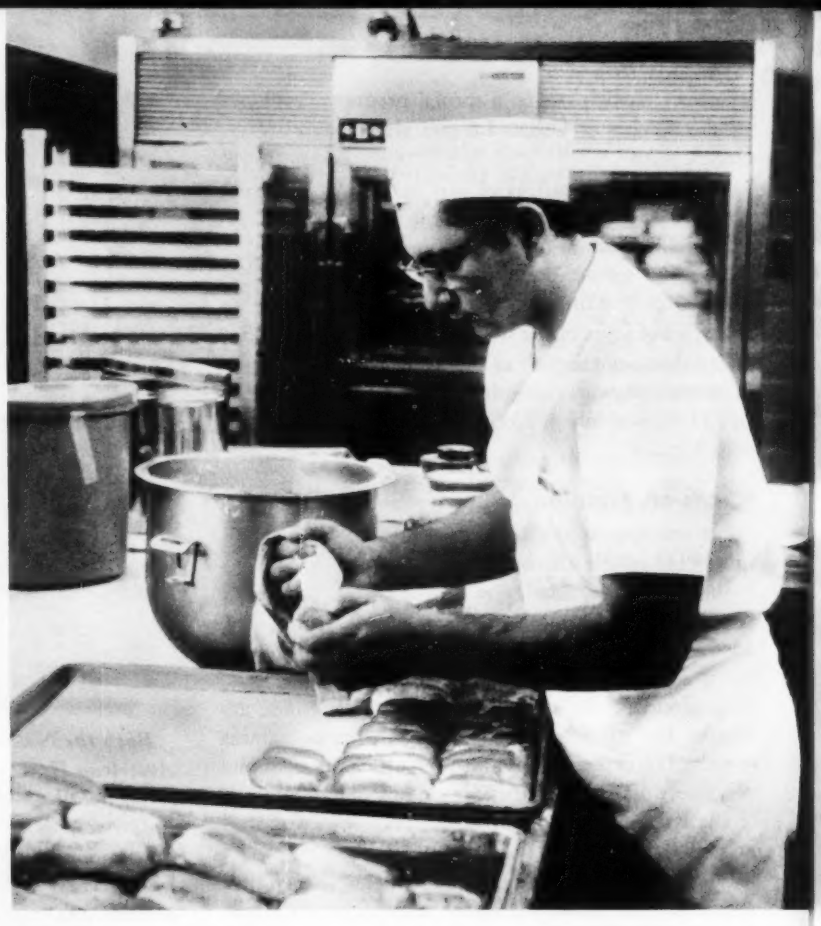
Both the National Restaurant Association and the American Hotel and Motel Association publish material detailing the kinds of careers offered by their industries, as well as the training necessary for specific jobs. The Council on Hotel, Restaurant, and Institutional Education publishes a directory of schools and colleges giving training in the hotel and food-service industry and a list of available scholarships.

If you're interested in a career in food service, write to Director of Education, National Restaurant Association, 1530 Lake Shore Drive, Chicago, Ill. 60610, for **"Careers for Youth,"** ***which includes NRA's occupational information materials; no charge.***

Details on hotel and motel careers are available free from the Educational Institute, American Hotel & Motel Association, 221 West 57th Street, New York, N.Y. 10019.

For information on schools and scholarships write to the Council on Hotel, Restaurant, and Institutional Education, Statler Hall, Ithaca, N.Y. 14850, **for "Directory of Hotel and Restaurant Schools"** ***and*** **"Scholarships in Hotel and Restaurant Schools;"** ***25 cents each.***

Check your local library or school library for **"Careers in Hotels and Restaurants,"** ***by Gerald W. Lattin, assistant dean of the Cornell School of Hotel Administration.***



This baker's aide employed by SKY CHEFS, INC. (American Airlines food service division) at Stapleton Field, Denver, Colo., is one of eight retardates on the job at this location.

The Mentally Retarded

Source of Good, Steady Employees

LYNN DIXON

Our society places great value on productive work. Therefore it is incongruous that equality of opportunity to work should be limited by barriers that, although rooted in ignorance and fear, are very difficult to overcome.

The stigma of intellectual disability is one of the highest barriers. The mentally retarded comprise one of our most difficult to place population groups. Yet, past experience has proved that they are to a surprising degree able to perform successfully in the normal working world. The great challenge facing us is to change public attitudes, to demonstrate irrefutably the abilities of mentally retarded individuals.

With this goal in mind, the National Association for Retarded Children (NARC) first entered into a contract with the Bureau of Apprenticeship and Training of the U.S. Department of Labor in 1966 to promote job opportunities for the retarded in private industry. Now operating under a second Labor Department con-

Lynn Dixon is Evaluation and Communication Specialist, National Association for Retarded Children.

tract, the NARC has developed programs with Howard Johnson's, Marriott Hot Shoppes, SKY CHEF (American Airlines), Hotel Corp. of America, Sylvania Electric Products, Montgomery Ward, Serta Mattress, and nearly 40 other firms across the country to provide 10 weeks of on-the-job training for qualified mentally retarded adults. By February of 1968, several hundred retarded young men and women had been trained and employed full time as kitchen helpers, electrical parts assemblers, maintenance men, warehousemen, hospital aides, baker's aides, poultry processors, furniture assemblers, laboratory aides, and machine operators.

Each of these companies is reimbursed $27.50 a week for each trainee. The State Divisions of Vocational Rehabilitation certify that potential trainees are retarded and are work-ready prior to referring them to the employer, who maintains complete freedom of selection. The trainee is considered a full-time employee from the start and is paid not less than the Federal minimum wage.

The types of jobs for which training is given are determined by the needs of the employer and also by the needs and abilities of the retarded individual. Local vocational counselors assist the employer in the selection of these job assignments. They also continue to counsel and follow up after the trainee is on the job.

No formal skill-training classes are established; rather, training is the responsibility of the regular work supervisors employed by the company. Vocational counselors assist these supervisors in understanding and working with the retarded.

Most of the trainees are under 25 years of age and have never before held outside jobs. Several had been considered terminal workshop employees. Several are physically, as well as mentally, handicapped. But for each, the opportunity to stand on his own feet, to show what he can do when given a chance, has given him a sense of assurance and self-esteem that cannot ever be truly measured. For example, in North Carolina a young boy who previously had been considered a terminal workshop employee, earning 35 cents an hour, is now employed full time at the Federal minimum wage level. Because he can now contribute his earnings, the welfare grant that the family was receiving can be reduced. He, of course, is proud that he can help support his family and prouder still that he can stand on his own feet. This increased pride and self-respect is the truest measure of "success."

The response of employers has been almost uniformly favorable. In today's tight job market, they are more than happy to find reliable and dependable workers. They know that the retarded will show up every day, and on time. In some cases, the supervisor's only problem is persuading the retarded worker that it is time to go home.

Of course, not every placement is a success. But the retention rate of approximately 80 percent speaks well for the efforts of vocational counselors and also for the understanding shown by many managers and supervisors. The reason for the 10-week on-the-job-training period is to allow the retardate time to adjust to the job. Many of the companies participating in the program have developed personnel practices specifically designed to meet the retarded trainee's needs. They arrange for transportation, find the trainee a "work-buddy," introduce him to his work supervisors, tour the work area with him, and provide lock rather than combination lockers. Job duties are broken into component parts and taught one step at a time.

A company manager in Nashville, Tenn., tried a retarded young man at three different jobs before finding one that the boy could handle, and even then he worked side by side with him for 2 weeks to ensure the boy's success.

A manager in Denver, Colo., has adopted a policy of first contacting the local Division of Vocational Rehabilitation retardation counselor whenever an opening occurs. This attitude has resulted in eight retarded persons finding jobs at this location.

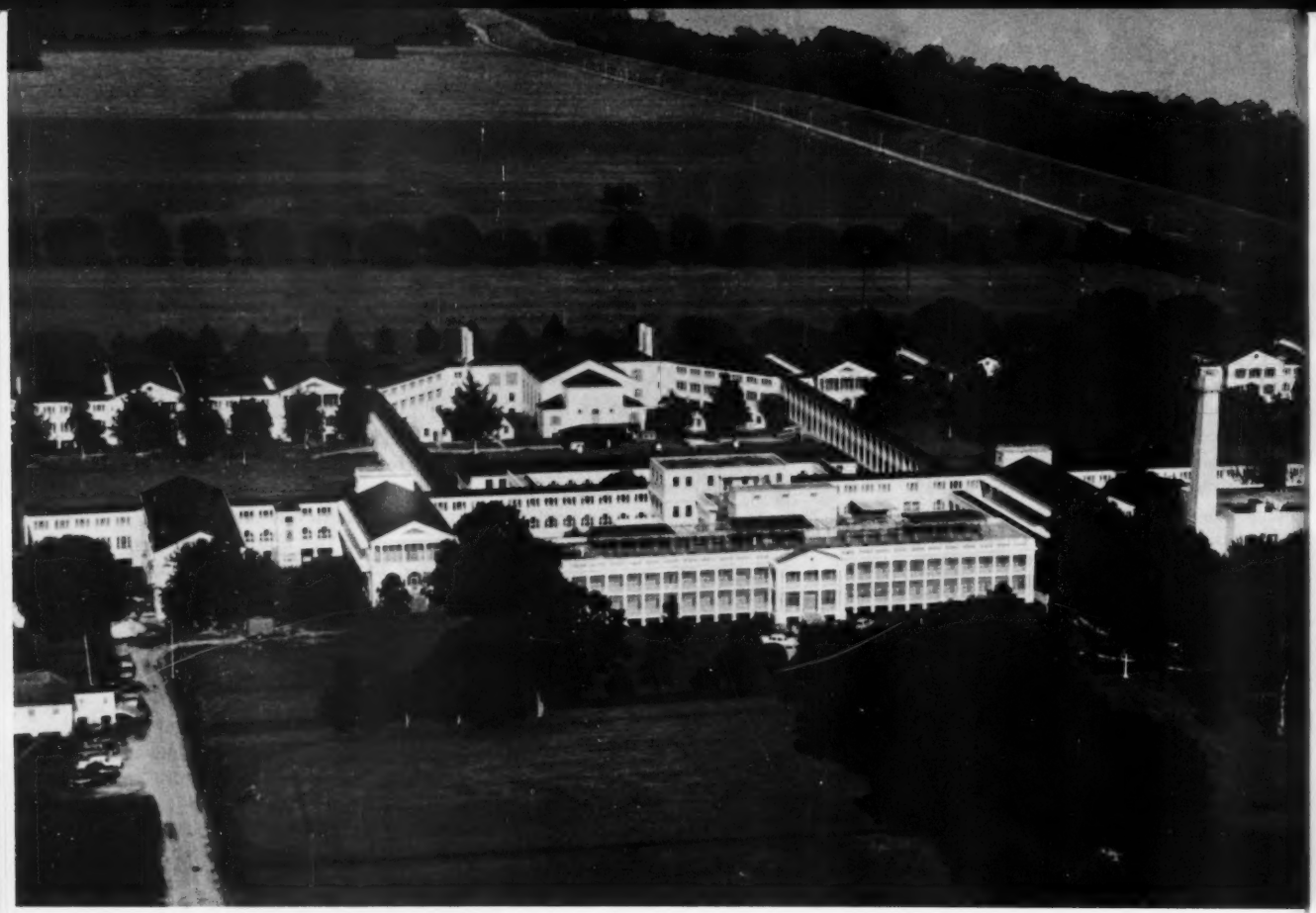
A supervisor in San Diego, Calif., sums up his reaction to a retarded employee this way: "I'm going to see to it that this young man makes it. In just 2 weeks he has already become my right hand man."

In Cleveland, the Charterhouse Motor Hotel (Hotel Corp. of America) has a manager who has taken a personal interest. As a result, since November the hotel has employed five mentally retarded people on a full-time basis, in addition to the three retarded high school students already employed on a part-time basis.

In short, employers are receptive—surprisingly receptive. They need good workers and the retarded are meeting that need. Because these companies are respected leaders in their industries, the written and word-of-mouth communication of their experience has, and will continue to have, a powerful and sustaining impact on the shaping of attitudes of other business establishments.

The main difficulty has been finding sufficient numbers of trainees to utilize the job slots that are available. If the statistics are anywhere near accurate, it is pathetic to realize that jobs presently opened for the retarded are going unfilled. Haphazard and complex is a mild description of the matching of jobs with workers in this country. But the future demands that special efforts be made to locate, identify, counsel, and place the disadvantaged and handicapped. We must develop systems and procedures that will enable us to reach out beyond the traditional bureaucratic structure to those thousands who don't know where to turn for help.

(*Continued on page 27*)



An aerial view of the U.S. Public Health Service hospital at Carville, La. This is the only medical facility on the U.S. mainland devoted entirely to the treatment and rehabilitation of persons afflicted with Hansen's disease.

Combating Stigma Attached to Handicaps

ARTHUR J. DIXON

Stanley Stein is dead. Unless you are connected in some way with rehabilitation or Hansen's disease, chances are that you did not know Mr. Stein. Stanley Stein was not his real name. It was the name he selected to use when he was admitted to the U.S. Public Health Service hospital at Carville, La., in 1931. Because of the biblical association of Hansen's disease (leprosy) with immorality and uncleanliness, many patients entering the hospital at Carville at the time Mr. Stein did changed their names. Mr. Stein died at the Carville hospital on December 18, 1967.

Mr. Stein was founder and longtime editor of the bimonthly publication THE STAR, a magazine published at Carville to aid in overcoming the stigma attached to Hansen's disease. He was also the author of the popular book ALONE NO LONGER and is one of the main characters in the book MIRACLE AT CARVILLE.

Many improvements at the Carville hospital, public understanding of Hansen's disease, the right of patients in the hospital to vote in Louisiana elections, and reforming of treatment methods were directly affected by Mr. Stein.

This writer met Mr. Stein on only two occasions, the last being 2 or 3 years ago while appearing on a program of the Lions Club at Carville Hospital and speaking on vocational rehabilitation. Meeting Mr. Stein always left one feeling that he had met a great personality.

Mr. Stein rates with Father Damien and other lay leaders in the long fight for better treatment in the field of Hansen's disease. Ignorance and fear of the disease on the part of the general public still prevent many patients at Carville from being rehabilitated and placed in employment.

In vocational rehabilitation the need to combat stigmas attached to handicaps is an old story but, sad to say, in some cases still an existing problem. Many professionals in the field of rehabilitation and employment of the handicapped can remember when a client who had tuberculosis was almost impossible to place in training or employment because of the stigma attached to that disability. However, this same condition does not exist today. Mental illness, mental retardation, epilepsy, alcoholism, and Hansen's disease are disabilities that still need much more public understanding and education before the rehabilitation process can reach its potential of services to those categories of disabilities.

Evidence of Progress

Much progress has been made. The work of the President's and Governor's Committees on the Employment of the Handicapped has contributed to this progress. Whenever we can show the general public that the handicapped can contribute to society, we are being of service to the handicapped. Often in vocational rehabilitation, we have used the examples of real disabled individuals reaching successful status in life, such as Franklin Roosevelt and Helen Keller. A current television show, "Ironside," stars Raymond Burr confined to a wheelchair and working as a detective. This type of "accentuating the positive" works not only to give the handicapped hope but also to remove the false notion that the disabled cannot contribute.

"Abilities count" is not just a slogan for the professional staffs of the Louisiana Employment Security Agency and the Louisiana Department of Education, Division of Vocational Rehabilitation. These two State agencies have worked together in programs for the disabled to remove the connotation that handicapped persons cannot work. It is particularly difficult when one is dealing with the suggestive significance of a word like leprosy." With the many years of misunderstanding and lack of research and treatment given this particular disability, one can appreciate the stigma but must not accept the condition that nothing can be done to remove the results of ignorance.

Early Treatment Can Help

From a medical point of view, Hansen's disease does not represent a very large number of the handicapped. However, it does illustrate what a stigma can do and has done. Hansen's disease can be treated, the victim's stay in the hospital can be reduced greatly, and he can be returned to society for normal living—if our communities can accept this fact. When treated early, individuals with the disease no longer have the disfigurement that was once associated with the condition. The early diagnosed case can be treated, hospitalized, and moved back to the community and placed in employment, if we have the family, the employer, and the community prepared to receive him. This then makes it necessary for those charged with this type of work (employment security and vocational rehabilitation agencies) to be ready to meet this challenge. We must be knowledgeable and dedicated. One without the other leaves something to be desired.

Our services must be geared for completely preparing the handicapped, regardless of the disability and the stigma attached to it, for entry or return to the world of work. We must provide the necessary services for the physically and mentally handicapped in their search for a full, productive, and independent life. The services for the Hansen's-diseased client are no different than the services for all clients. They

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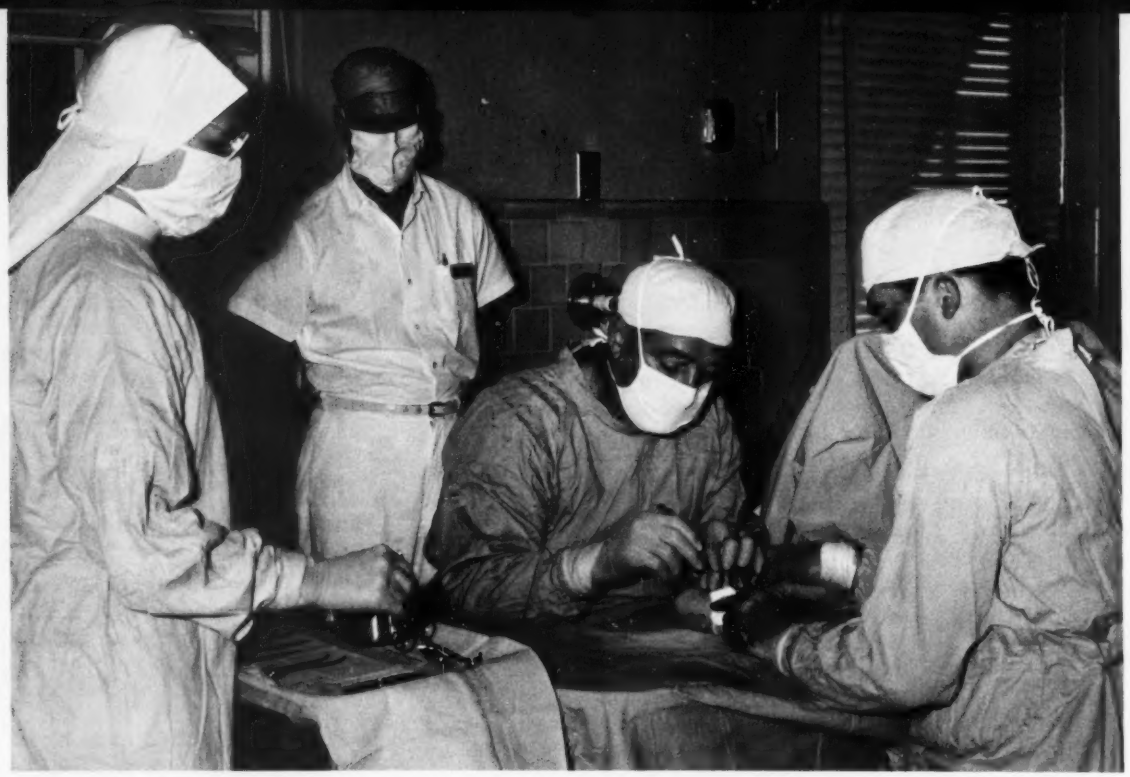
Arthur J. Dixon is Assistant Administrator for Special Services, Division of Vocational Rehabilitation, Louisiana Department of Education. He is responsible for the sheltered workshops and other services provided for the victims of Hansen's disease.



Members of a surgical team in the operating theater of the leprosarium at Carville, La. The once dreaded leprosy, now more commonly called Hansen's disease, if diagnosed and treated in time, can be arrested and the patient can be returned to useful employment.

Walt Schneiderwind, physical therapist, makes an examination at the Carville hospital.

must be designed to prepare the individual for full and effective community living.

The Carville hospital has a very fine rehabilitation program of its own, and in some selected cases it has utilized the services of rehabilitation facilities operated in other parts of Louisiana. The Carville unit is under the direction of Dr. Paul Brand. After 19 years in India, Dr. Brand is currently chief of the rehabilitation branch. The State Division of Vocational Rehabilitation just recently assigned one of its evaluators from a State-operated rehabilitation center to work a week with the Carville rehabilitation unit in an attempt to improve its process in vocational evaluations. The Carville hospital rehabilitation unit staff have made visits to Division of Vocational Rehabilitation-operated rehabilitation facilities. The exchange of information and discussion is expected to produce good results.

The State Agency also has a counselor assigned to the hospital on an itinerant basis. Referrals are made, and if the patient intends to remain in Louisiana, a case is opened. When the patient plans to live in some other State, basic information is sent to the State where the discharged patient is returning if rehabilitation services are needed and desired.

Research Grants

Currently, the Federal Rehabilitation Services Administration is participating in three research grants at Carville in connection with Louisiana State University. All are now in their second year. One project is to identify the psychosocial factors related to rehabilitation of Hansen's disease patients; another is to develop instrumentation for insensitive limbs; and the third project is to develop a physical education program.

When a person becomes a leader in reforming public attitude toward one disability, as Mr. Stein did, he not only improves conditions in the one disability but also helps to remove the stigma attached to all handicapping conditions. If we had a "hall of fame" for rehabilitation workers, surely, Stanley Stein would be elected to it. His fight to discontinue the use of the words "leprosy" and "leper" can be compared to the change from "idiot," "imbecile," and "moron" to "mental retardation" or "mental deficiency." Unfortunately, the new terms often take up the same connotation as the old, and once again someone will attempt to change the name. It is like treating the symptom and neglecting the cause. Changing a name does not seem to be the answer. Nevertheless, Stanley Stein had a message for all in rehabilitation. It was full of what we refer to as "true acceptance of a situation." The direct approach to the problem of a stigma attached to a disability appears to make common sense. Mr. Stein had a faith that was simple, a hope that was infiinite. If we had more men like him, the handicapped would take a long step in finding stable and independent living in our communities.

Better Public Acceptance

Pictures and descriptions found in the literature of the past on treatment of certain disabilities, when compared with today's literature, show much has been done to improve society's acceptance of certain handicapping conditions. When one reflects on the treatment given to the mentally ill, public offenders, the feebleminded, and victims of Hansen's disease, our hope for the future brightens.

The U.S. Public Health Service hospital at Carville, La., is the only one of its kind in the United States. We in Louisiana are proud of this institution. The hospital no longer has a high fence to hide it from the public. Professionals in the rehabilitation, medical, and allied health services fields are welcome to visit and see what can be done when we really try.

The Mentally Retarded

(*Continued from page 23*)

The dilemma is essentially twofold: first, there seems to be a noticeable lack of identification of the retarded at all levels but particularly when they are beyond school-age; second, in many areas there are not enough workshops and vocational training facilities to prepare the retarded sufficiently for outside employment. While a great deal of progress has been made in the last several years, there is no question but that much remains to be done.

Despite these difficulties, the NARC feels that several concrete and positive results have been achieved.

First, several hundred retarded men and women have been employed satisfactorily, and more are being placed every day. Second, private industry has been involved actively in helping to solve the problem of unemployment for the retarded. Third, public awareness of the capabilities of the retarded has been increased substantially.

Most manpower program directors have come to full realization that industry has an important and constructive role to play. NARC feels that the majority of American businessmen, particularly in the service industries, are convinced that hiring the mentally retarded is in their enlightened self-interest. President William J. Mendelson of the Hillcrest Poultry Co. puts it this way:

"We entered this program because of the pressures exerted by lack of manpower in this highly industrialized area. But I can assure you that even if we now had a surplus of employees, I would not abandon our program of hiring the mentally retarded. We have graphic proof that it works—both for us as a source of good, steady employees and for them because they can lead full, productive lives as taxpaying citizens."

HELP WANTED NOW

The Health Manpower Crisis

HOLLIS S. INGRAHAM

In 35 years, the number of family doctors in the United States had dropped from 94 to 50 for every 100,000 people. And all the while that this precipitous drop has been occurring, the need for physician service has been increasing rapidly. Consumers, who have higher incomes, are seeking more health care. More have health insurance, more are eligible for programs like Medicare and Medicaid, more are educated to seek care, more are very young or very old and need extra medical attention. And finally, medical progress has more to offer.

The impact of all this is difficult to guess. But Dr. Rashi Fein, an economist on the staff of the Brookings Institution in Washington, estimates that the total demand for physicians' visits can be expected to grow by perhaps 22 to 26 percent by 1975 and by 35 to 40 percent by 1980. There are shortages elsewhere in the medical occupations, too. The nurse, traditional "Girl Friday" to the physician, is becoming relatively more scarce. The National League for Nursing reports that there are 125,000 unfilled openings for registered nurses and the Surgeon General's Task Force on Nursing estimates that the demand for nurses by 1970 will exceed the supply by more than 210,000. The statistics tell us that we are in trouble. What they do not tell us is how to get out of it quickly.

We know, for instance, that this country will need to train an additional 50,000 doctors by 1975 to meet the rising demand for medical care—but we do not know how we shall accomplish this.

We know that present plans to build 15 new medical schools in the Nation will help to meet the projected doctor deficit—but we do not know as yet what can possibly be done to shorten the 6 to 10 years it takes to build and begin operating a medical school, not to mention the additional years before a class of physicians is produced.

And we know that less than one in eight among today's medical interns plans to become a general practitioner, in contrast to a ratic of seven out of eight at the turn of the century—but we do not know what we can do to reverse this trend, or even whether it is wholly advisable that we try.

Nor can we blink at the fact that we haven't thus far succeeded in getting more young people to enter

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Dr. Hollis S. Ingraham is Commissioner of New York State Department of Health. This article is excerpted from a speech made before a meeting of the Women's Auxiliary to the Medical Society of the State of New York, as reprinted in the magazine "Vital Speeches," April 1, 1968, with written permission of the author.

The National League of Nursing reports there are now 125,000 unfilled openings for registered nurses in the United States. The Surgeon General's Task Force estimates that by 1970 the demand for nurses will exceed the supply by 210,000.

the health professions. There was an actual drop of 97 enrollments in medical schools during the 1965–66 school year; fortunately it rose last year. Is it possible that the prospect of becoming a doctor is becoming less appealing, less glamorous than before? Many see a trend away from the rugged self-discipline required of a private practitioner, and its long hours of work. If indeed, long hours are waving young men away from the life of a private practitioner, may it not be that the physician shortage which occasions the long working hours is not itself playing a part in actually making that shortage even worse? Like so many problems, this may be another one that feeds on itself. These questions must be dealt with if we are ever to reach that high standard of health care to which our Nation aspires.

Programs like Medicare and Medicaid hold forth, for the first time, the promise of quality medical care for everyone. But this promise cannot be kept without trained medical manpower. We in New York State do not intend to abdicate our responsibility in health manpower.

On December 2, Governor Rockefeller signed an order creating a Health Resources Commission. Its purpose will be to make better use of existing health manpower and recruit young people into health careers. To get this job done, the Commission will:

—coordinate the work of State government and professional associations such as yours;
—develop State policy for the guidance, counseling, and recruitment of students into health careers;
—develop a statewide program to encourage interest in health careers at educational institutions.

We are fortunate to have your president, Mrs. James Moore, serving on the State Health Resources Commission. She will have much to contribute with the experience gained in your auxiliary's health careers program.

We have already set up a health manpower group in the State Health Department to work with the Health Resources Commission. Dr. Franklyn Amos is in charge of this group. He will have six offices under his supervision: Medical manpower, environmental health manpower, nursing manpower, allied health manpower, health careers, and health manpower evaluation and utilization. This group, and the Commission, have their work cut out for them.

Dr. Amos has already conducted some surveys; he tells me that there are more than 200 health occupations and there are manpower shortages in every one of them. Nor is there any comfort to be drawn from the observation that, in the next 10 years, there will be a relative shortage of males in the prime productive ages of 35 to 44 in New York State. In the decade 1966–75, the male labor force will actually decline. The only hopeful sign is that in this same decade, we will experience an increase in the number of males in ages 14 to 24. Females will also increase in the same period. This gives rise to a hope that, from this growing pool of young people, we may be able to recruit our fair share into the health occupations. However, citing labor force projections is one thing, and translating them into trained health manpower quite another.

It would be difficult enough if the health manpower job consisted only of finding out how many gaps in health care there are and then recruiting intensively to fill vacancies. But the job is in fact far more complicated. We have to worry about not only recruiting young people but training them, and providing the medical and nursing schools to do the training. Even then, our worries aren't over. We have still to face questions like these: Is our health manpower shortage really a shortage? Or does it just look like a shortage because we are using the right people in the wrong places?

Let me cite you a statistic that gets at what I am talking about. There are 135 townships in our State today that have no doctor they can call their own. These are rural towns and the nearest doctor is at least 15 miles from the center of town. There are reasons for this rural doctor gap. In fact, doctors' wives may be one of them. Several months ago, THE NEW YORK TIMES reported that one reason doctors do not like to set up practice in small, isolated towns is because their wives object to settling in a small community. But before they go blaming you ladies for all their doctor troubles, I think everyone needs to be reminded that there are also other reasons why more doctors don't want to set up practice in the country. Such things as long hours, no time off, no chance to mingle with other doctors, and the lack of educational opportunities also figure heavily in the picture, the TIMES reports.

A second location where we do not find enough doctors is in the inner cities where the poor live. The story of America is one of parents working so that their children can escape the grinding existence of the immigrant quarter. We have been conditioned to flee the inner city, not to seek it out. It is hardly surprising that so few doctors want to practice in the slums. Yet nowhere is the need for medical services more critical. Where else are the prospects for survival more narrow? Not 2 miles north of us here, the infants of Harlem die at a rate four times that of the rest of us. A few years ago, the New York City Health Department documented the bleak relationship between poverty and health. They compared death rates by cause between the low income and high income districts of their city. This is what they found: tuberculosis among the wealthy, 4.1 per 100,000, for the poor, 22.5; diabetes, 17.1 for the wealthy, 30.4 for the poor; pneumonia and flu, for the wealthy, 33, for the poor, 66.2; and so on. The overall death rate for those of high income was 10, for those of low income, 13.

We do not have answers to these problems of maldistribution. But we are going to have to find them. The Health Resources Commission has already laid the groundwork for probes into a number of vital areas. Mrs. Moore and others on the Commission see a need for task forces to look into such questions as these:

What can we do to develop ladders of opportunity in the various health occupations?

How can we raise the salary base for critical fields like nursing so that they are made attractive enough for young women?

How can we project what new kinds of health occupations will be required in the future?

How can we employ the disadvantaged in the health field?

And then there are the nitty-gritty questions like these that will test our ingenuity to the utmost: Are we using the health occupations we now have to best advantage? Some offer evidence to show that we are not. Doctors should make better use of allied medical personnel to assist them, they are told. There is already talk of creating a new occupation, that of doctor's as-

Occupational therapy is given for diversion and as training for possible employment, under the watchful eyes of a professional therapist and a horticulturist. Convalescent therapy is one of several medical specialties with an increasing need for trained personnel.

sistant. Many doctors are told that the wave of the future is group practice. And for every advantage that is ticked off to them, they can think of a disadvantage. Many wonder what is to happen to their special one-to-one relationship with their patients if group practice prevails.

The nurse is also in a dilemma. More and more she is told that she should not nurse patients but supervise others who do. This upsets many nurses who entered their calling because they wanted to take care of patients.

None of these questions are easy to resolve. All will profoundly affect not only the present practitioners and nurses, but the future ones as well, raising still another question: If the system of health care is to change, will it not also alter the types of people who will be attracted to the health care occupations? In the welter of all these unresolved questions, one looks for guideposts upon which to base decisions. Where should we begin to unravel the tangled web of problems? What perspective offers us a grand strategy for the future?

Maybe, in quoting all the ominous statistics of the health manpower shortage, we have lost sight of the real problem. For an answer, I think we must begin by looking at what we have today and from there see what most needs to be changed.

Two months ago, the front pages of our newspapers were black with headlines telling of the world's first heart transplant operation. Then followed a second, a third, and a fourth such operation. Everyone was agog over these astounding achievements. But no headlines have ever been made over the fact that our death rate has remained stable for 13 long years. No headlines record the fact that, for all of our medical miracles, there has been no significant increase in life expectancy for the past decade.

Do you see something slightly out of focus in this contrasting picture of medical miracles that do not seem to add up to anything extra in lower death dates or increased longevity in our society? I do. Perhaps our manpower problem is not simply a shortage in numbers. Perhaps it is a problem of how we are organized for the job. Maybe we are not so short of people as we are short of ideas for using them more effectively.

Suppose we cut up the problem of medical services this way: We were taught in medical school that disease has four stages. The first is the predisease stage; it is the period when the way we live, eat, work, and play is every day determining what disease shall strike us when. The second is the presymptomatic stage when the disease has begun but hasn't yet caused the ache in our stomachs. It is detectable to an educated mind and with sophisticated tests. The third is the stage of full-blown disease. It's when we go to the doctor who sends us to the hospital where we get intensive, expensive medical care that either saves our life or doesn't. And the fourth is the rehabilitation stage, when we get the crutches that enable us to live with our disability.

If we were to survey all the health manpower we have, we would find most of them occupied with third-stage medicine. Most of our money and our manpower is devoted to the treatment of people who are already sick. The medical care industry in New York State is producing services valued at $5 billion yearly. In a rank order of expenditure, clinical medicine would be first, rehabilitation second, presymptomatic approaches third, and preventive medicine, fourth. We will probably always spend the bulk of our medical care dollar on treatment, for reasons that are rooted both in the economics of medicine and the innate reluctance of people to seek medical attention before they experience symptoms. I do not decry this. We are fortunate indeed to have this capacity in clinical medicine.

What I am saying is that the more effort spent on prevention of illnesses, the less needed for curing them. Health departments everywhere have achieved much in the prevention end of the business. Health education programs, vaccination campaigns, and second-stage efforts like early disease detection clinics have paid handsome dividends in better health for New York's people. They need to be continued and expanded.

More and more, I see evidence that physicians in private practice have become more prevention-oriented also. These preventive efforts, particularly among the disadvantaged, will have a momentous impact on the large sums of money society now devotes to welfare assistance associated with premature disability and the deaths of breadwinners.

We need to allocate manpower to the job of teaching youngsters better health habits such as the value of exercise, sensible eating, avoidance of cigarettes, drugs, and excessive alcohol intake. A nation that is losing several hundred thousand people a year to the ravages of the cigarette could gain an enormous dividend in better health if it could raise just one smokeless generation of people. The more we spend avoiding disease, the less we will have to spend treating it.

This is an age of problems in the health field. Our most critical one is the manpower shortage. With your help, we expect to conquer it. Next, we must emphasize the values of prevention. I am confident that we shall once again begin to drive down the death rate as we move forward in our quest for better health.

A Mental Health Program for Government Agencies*

FRANK W. UHLMANN

A mental health program for employees is a large-scale undertaking, but its rewards can be great. The U.S. Department of Labor's program provides employees with an avenue of help for psychiatric, alcoholic, and financial problems.

Mental health problems exist in all segments of our society. These problems were once thought to be private and personal, and were omitted from the domain of the average supervisor. Nonetheless, their impact manifested itself in employee performance and conduct.

In recent years, the viewpoint has changed, and employers are becoming increasingly involved with the mental health problems of their employees. These problems are general rather than specific, and include a variety of symptoms and behavior that affect a person's job performance or adjustment to his work environment. In this broad perspective, they include the neurotic, psychotic, work addict, drug addict, and alcoholic, as well as the employee who cannot adapt to a changing work environment. They cause a variety of behavior on the job, including absenteeism, less than effective work performance, aggressive behavior, alcoholism, accidents, and a deterioration of the self.

Mental health problems are often hidden in the work environment. This may be due to the reluctance of the individual or his supervisor to discuss them until the symptoms have progressed to a point where they can no longer be tolerated. Often supervisors may consider them to be personal matters with which they, as supervisors, should not become involved. Supervisors keep the problems hidden because they may not know how to handle the situation, or think it may reflect on their supervisory competence. They forget that employee problems affect the entire work unit.

Supervisors cannot solve many of these problems, but they can play a key role in the early identification of the problem employee and serve as a channel to professional resources to help alleviate the difficulty. Super-

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visors who feel "this is none of my business" or who look the other way are not helping the employee, themselves, or the work unit.

The Ingredients

An effective mental health program requires sincerity, understanding, and a variety of actions and support at all levels of management. Those who are in executive positions can set policy and obtain the required resources. The key ingredient in any such program is well-developed and open communication between employees and supervisors. Through communication, the proper climate for a mental health program is developed, which can change archaic attitudes toward mental health.

Professional resources within and outside of the organization should be identified. The union, with its interest in employees, can assist the program. (Labor unions in industry and government have demonstrated their concern with mental health problems affecting employees since the inception of the Hawthorne Studies in the twenties.)

Employees experiencing emotional difficulties can be referred by a variety of sources. The preferred referral is the employee himself, who is aware of a problem and motivated to seek assistance. Other sources of employee referrals include supervisors, union organizations, personnel officers, coworkers, family physicians, and the employee's family. This is illustrated in the chart on page 34.

There appears to be no model solution for handling employee problem cases, since it must vary with the size of the enterprise, available resources, budget, the nature of the problem, and other matters.

The Team Approach

A combination of personnel who interact as a mental health team is recommended for the effective resolution of mental health problems. (This team approach is also illustrated in the accompanying chart.)

A full-time professional is suggested to administer the program. This individual could be a psychiatrist, psychologist, or psychiatric social worker. An operating health unit staffed by a part-time or full-time phy-

Dr. Frank Uhlmann, center, discusses a case with Orville Bonner and Jon Massey of Labor Lodge No. 12, U.S. Department of Labor.

Handling employee problem cases

Referral sources	Agency mental health resources	Outside resources to supplement agency resources
Employee	Professional psychiatrist, psychologist, psychiatric social worker.	Community service agencies.
Supervisor		U.S. Public Health Service.
Labor union		Other Government agencies (Veterans' Administration, Social Security, etc.).
	Psychiatric consultant	
Personnel Office		
	Agency health unit	
Coworkers		Hospitals (in-patient and out-patient services).
Employee's family		
Other		Private psychiatrists, psychologists, social workers, marriage counselors, etc.

sician is an efficient resource for the mental health team. Part-time psychiatric consultants available to the agency on a contract basis are an effective supplement to the team.

Government agencies vary in structure and organization. In the Department of Labor, interest in the mental health field arose at the assistant secretary level. A full-time professional psychologist administers the program at the departmental level, assisted by a part-time psychiatrist from the Public Health Service on a consulting basis. Consultation services are also provided by a medical doctor from the Department's health unit. The Department of Labor mental health team is also supported by community service agencies, U.S. Public Health Service, Social Security Administration, other Government agencies, and private, professional resources in the community, including psychiatrists, psychologists, social workers, and counselors.

In larger agencies, it would be advisable to have employee counselors, normally in the personnel program assigned to the larger units or bureaus. These counselors should possess a background in psychology, sociology, or guidance. They could resolve minor problem cases and refer major cases to the mental health team.

The old adage of "everybody's talking about it, but nobody's doing anything about it" was once applicable to mental health. In the past decade, however, professionals and laymen have been talking and writing about the mental health area. Kornhauser's MENTAL HEALTH OF THE INDUSTRIAL WORKER and Levinson's EMOTIONAL HEALTH: IN THE WORLD OF WORK illustrate that individuals are concerned with the problems of "doing something."

The Supervisor's Role

Generally, the attitude of many employees and supervisors toward mental health is antiquated. Most individuals, when confronted with physical illness, take immediate steps and seek professional assistance to resolve the difficulty. These same individuals, when confronted with emotional illness, are less likely to identify the symptoms or to seek professional assistance.

Since the supervisor sees the employee on a daily basis, he is in the best position to identify the person who has developed emotional problems. The supervisor can notice excessive use of leave as well as a deterioration in work performance. When the employee fails to show up for work as a pattern of behavior or becomes unable to produce an acceptable quality or quantity of work, the supervisor has a legitimate right to counsel and take other appropriate action which he deems necessary. Therefore, the supervisor plays a significant role in the administration of a mental health program. This holds true whether the program is designed to identify the employee with mental health problems, or attempts to rehabilitate the employee or remove him from his current position.

Effective supervisory training is continuous and is related directly to his responsibilities. The mental health area should not be a "one-shot" training approach. It includes the early identification of mental health problems; motivating the employee to recognize that he has a problem; referring the employee for diagnostics and evaluation; and following up the de-

velopments. This type of training can be administered by the training department or it can be contracted to outside consultants. But in either case, training plans for supervisors should be formulated at the overall policy level in the organization. An agency training committee can also be considered. The organization's physician, Public Health Service, psychiatrists, and psychologists can be utilized as expert professional resources to assist in planning and conducting the program. Labor unions can be helpful as additional resources to determine the mental health needs of an organization.

A mental health program should be flexible, and adaptable to the needs of the employees in the organization. Two major areas in the mental health field that have been identified by the Department of Labor are psychiatric and alcoholic problems, and separate programs have been established to identify and resolve difficulties in these areas. In addition, a special program dealing with financial planning assistance for employees has been established.

Psychiatric Problems

Psychiatric problems include emotional difficulties, from the mild neurotic at one extreme to the psychotic at the other. These difficulties vary both in scope and complexity, and there appears to be no ideal approach for their resolution.

Some attempts for resolving employee problem cases in the Department of Labor include:

1. The supervisor hides the problem "behind the desk." This is equivalent to taking no immediate action on employee problem cases, and may seriously affect the well-being of the individual and the productive output of the entire work group.

2. Employees with emotional problems that affect their job performance are at times sent to the Public Health Service for a fitness for duty examination. Many of the employees who take the examination are found to be fit for duty, although they may have severe emotional disturbances. A fitness for duty examination may also carry a stigma or negative reaction with it.

3. The employee talks with his supervisor, employee utilization officer, or union representative, and is referred to a private physician. Part of the employee's cost for these services is reimbursable under the employee's hospitalization insurance policy.

4. The employee talks with the director of supervisory services, a trained psychologist, in an attempt to alleviate the problem. If the nature of the problem is one that may not easily be resolved, he may be referred to outside professional assistance.

5. The employee, after consultation with either the Public Health physician or the director of supervisory services, is sent to the Public Health Service for a psychiatric interview. This interview is for diagnostic purposes, and if treatment is indicated the employee may be referred to an outside psychiatrist. The psychiatric interview is confidential, with no report to either management or the labor organization. Results of the evaluation are discussed with the employee at the Public Health Service and a confidential copy of the evaluation is available to his private physician if requested.

Alcoholism

The American Medical Association recognizes alcoholism as a medical problem. When drinking affects an employee's job performance, it becomes a serious concern to both employee and employer. The Department of Labor recognizes that alcoholism is a medical problem, and is developing policies to deal with it. It is not the intent of the Department to support or oppose the use of alcoholic beverages off the job, for this is a personal decision for each employee.

The Department of Labor alcoholism program is concerned with prevention, control, and treatment for employees with drinking problems. It includes a policy statement, methods by which the problem drinker may be identified at an early stage, and the use of external clinical facilities for treatment and rehabilitation. Training supervisors to assist in administering an alcoholic program is being considered. Alcoholic cases are currently receiving professional assistance and treatment from available resources in the community.

Help for Financial Planning

In addition to the psychiatric and alcoholic programs, the Department of Labor has designed and installed a financial planning assistance program to prevent or alleviate the emotional stress which may develop when employees experience financial difficulties in their personal lives. A survey conducted at the Department of Labor showed that approximately 300, or three percent of the employees were experiencing financial difficulties that had come to the attention of management or personnel departments in the form of credit information, debt letters, or court judgments. An additional seven percent of the employees, we believe, are experiencing financial problems which have not come to the attention of their supervisors or personnel office.

The financial planning assistance program provides

Sensible Handling of Employee Emotional Problems

The following are some of the guidelines for supervisors in dealing with the emotional ills among employees of the Department of Labor as outlined recently by the assistant Secretary for Administration:

1. DO relate the emotional problem to job performance (quality or quantity) or to attendance.

DON'T intrude into the employee's private/personal life if job related factors are not involved.

2. DO identify potential problems early.

DON'T avoid or hide employee problems while permitting them to magnify.

3. DO discuss work deficiencies "privately" *with the employee.*

DON'T discuss the employee's problems with your peers, subordinates, or irrelevant personnel.

4. DO encourage the employee to seek professional assistance if necessary.

DON'T play amateur psychiatrist.

5. DO keep accurate records and documents; always keep these materials confidential and private.

DON'T place these documents or records in the employee's official personnel folder.

6. DO follow up on the employee to insure satisfactory rehabilitation.

DON'T drop the issue after one discussion with the employee.

7. DO convey an impartial and helpful attitude to the employee.

DON'T moralize, preach, or condemn the individual.

8. DO be a good listener and help the employee clarify his problem.

DON'T monopolize the conversation or try to solve the problem for the employee.

* * *

For Further Information

See: OASA Circular No. 158–66
Secretary's Order No. 22–67
CSC Pamphlet "Recognizing and Supervising Troubled Employees, July 1967"

Contact: Your personnel officer, employee utilization officer, union representative, or regional administrative officer.

Or write or call:
Dr. Frank W. Uhlmann, OEUD/OASA
Director of Supervisory Services
Main Labor Building
Room 6141
14th and Constitution Avenue NW.
Washington, D.C. 20210
(Telephone 110–5051)

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employees with information on consumer education, as well as individual counseling services on request to assist the employee in resolving his financial difficulties. At present the program is available to employees only in the Washington area, but it will be extended to field locations in the near future.

The first phase of this program was voluntary lectures and information on consumer education that were attended by approximately 1,800 (40 percent) of the Washington area employees. The second phase of the program was the identification of financial advisers in each bureau and building in the Washington area, each of whom received a 30-hour training course from the Bureau of Federal Credit Unions (Social Security Administration) for their roles as financial advisors.

Both supervisors and employees will receive materials describing the financial planning assistance program, as well as helpful literature on consumer education. A manual on personal financial assistance is also available. New employees receive orientation to the program and knowledge of major credit and selling abuses in the metropolitan area when they are assigned positions with the Department of Labor.

An Ongoing Need

A mental health program is a large undertaking for any organization. It requires budget, personnel, and the utilization of both internal and external professional resources. To assure maximum effectiveness, it requires high-level interest and involvement by significant officials in the organization. It also requires joint effort by management and unions to help each other in assisting problem employees.

A mental health program should be well planned and organized. It should be backed by necessary policy, training of supervisors, and utilization of referral facilities for employees experiencing mental health problems. It requires an ongoing, continuous approach, rather than a one-shot try. The benefits to be gained include an effective work force with a minimum of mental health problems which lower the effectiveness of the enterprise.

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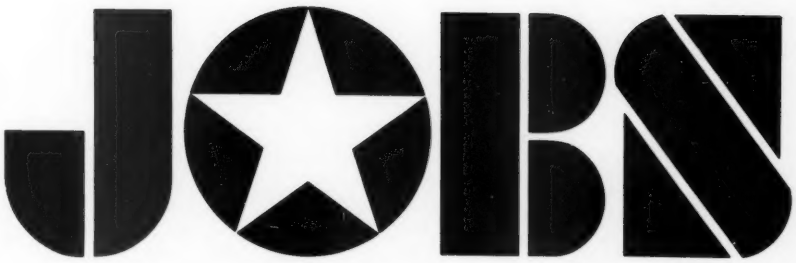

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